



Lessons Learned on the US Army Logistics Civil Augmentation Program (LOGCAP)



ACTIONS TAKEN

1. Conducted Literature Search
 - GAO, Army Audit Agency and Contractor Reports (Problems Encountered/Recommendations)
2. Formulated Interview Questions to Determine:
 - What Contract Difficulties Not Yet Solved & Why
 - How to Prevent Related Difficulties from Occurring in the Future
 - Action Taken to Implement GAO/Army Audit Agency Recommendations
3. Conduct Interview with Key Personnel at:
 - HQDA G-4
 - AFSC Rock Island
 - LOGCAP Operations Directorate
 - KBR
4. Compiled and Incorporated Results in Training Session



LITERATURE SEARCH

- U.S. Army Audit Agency Audit Reports Identified Issues with :
 - Statements Of Work (SOW)
 - Cost Controls
 - Untimely Task Order Definitization
 - Training Shortcomings
 - Contractor Support Vital to Deployed Forces
 - Contract Oversight Lacking (Difficult to Manage Contractors)
 - Lack Of Training for Commanders and Field Personnel



LITERATURE SEARCH (Cont'd)

- Government Accountability Office Audit Reports
 - High Level Coordination Needed to Improve LOGCAP Management
 - Lack of Adequately Trained Personnel
 - Poor Verification of Services Provided
 - Contractor Support is Vital to Deployed Forces
 - Contract Oversight Lacking in Key Areas
 - Insufficient Cost Controls
 - Government Property Issues
 - Requirements Planning Issues



INTERVIEW QUESTIONS

- Developed Based on Literature Review - Centered on:
 - Cost Control & Realism
 - Task Order Definitization
 - Management Controls Definition
 - LOGCAP Execution
 - Training
 - Planning
 - Requirements
 - Management of GFP
 - Overall Improvements (King/Queen For A Day)
- Note: See Annex at end of notebook for copy of the questions*



INTERVIEWS

- Interviews Were Conducted at 4 Locations, Including:
 - HQDA G-4 (Pentagon)
 - AFSC (Rock Island, Illinois)
 - LOGCAP Operations Directorate (Ft Belvoir, VA)
 - KBR (Crystal City, Arlington, VA)
- Twenty One (21) Personnel Interviewed:
 - Approximately 2 hours per interview



OVERVIEW OF CONSENSUS LESSONS LEARNED

1. *Integrated* Planning, Training and Execution Program
2. Funding Issues
3. Organization
4. Staffing
5. Requirements Definition
6. Undefined Contract Actions
7. LOGCAP IV



1. Integrated Planning, Training and Execution

- Effective Planning Program Can Be Accomplished to the Extent that the Customer Allows LOGCAP to Participate
 - Early SOCOM Involvement
 - Early Involvement with Other Customers
 - Establishment of Two Program Managers (KO's) in Theater Has Helped
- Collocation Of Acquisition Force and Logistics Operations Directorate Would Help



1. Integrated Planning, Training and Execution Program (Cont'd)

- Ensure Adequate Training Of Personnel in:
 - Processes Used in LOGCAP Execution
 - Incoming Personnel Stated They Learned Processes on Their Own
 - Duties & “How to” Indoctrination
 - Incoming Personnel Received Minimal Training on Their Duties and How to Accomplish Them.
 - Contingency Operations
- Train As You Fight:
 - Including LOGCAP Contractors in Wargame Exercises Should Improve Battlefield Efficiency



2. Funding Issues

- Funding Unknowns Have Increased Costs
 - Inefficient Planning Driven by Uncertainties
 - Items Often Leased When Purchase is Less Expensive
- Recommended:
 - Guarantee of Minimum Amount of Funding Per Month to Facilitate Planning
 - Potential Pot of Funds to Draw from When Long Term Costs Would Be Less Expensive to Purchase Items Rather than Lease
 - Consider Central Funding (like AFCAP)¹⁰



3. Organization

- Establish a Joint Logistics Organization
 - Potentially Overall PEO Structure
 - Establish Purple Procedures
 - Longer Term Deployments
 - Potentially Permanent Contingency Division for DCMA
 - Collocation of the Acquisition Team Players
 - AFSC
 - LOD
 - AMC
 - AFSC RIA Staffing Required for Wartime



4. Staffing

- Resource Problems Persist
 - Are the AFSC RIA Personnel Considered Acquisition Personnel or Operational
 - AFSC RIA (Acquisition Staff) and Field Personnel Were Never Staffed for War
 - Workload Increased When Operations Began
 - Only 2 Property Administrators
 - Recommend Operational Approach Where Acquisition Community Staff is Increased When Operations Increase
 - Tours Of Duty Are Too Short In Theater
 - DCMA and Air Force Personnel Have 4-Month Tours
 - Always Retraining Personnel
 - Decreases Efficiency
 - DCMA May Want to Consider Establishing a Permanent Contingency Division with Permanent Personnel



5. Requirements Definition

- Improved, With Room for Further Improvement
 - Standard Statement of Work Builder
 - Facilitates consistency in SOW & Improved Independent Government Estimates (IGE)
 - Assists Inexperienced Personnel in Requirements Definition
 - Implementation of “Board Process” Has Helped
 - Early Customer Involvement



5. Requirements Definition (Cont'd)

- Recommend Developing Standardized Models for Defining Requirements
 - Base Camp of XXXX number of personnel would have one set of standard specifications
 - Base Camp of YYYY number of personnel would have a different set of standard specifications
- Standardized Models Should Result in:
 - Increased Deployment Efficiency with Cost Reductions
 - Accelerated Requirements Definition and Associated Planning



6. Undefined Contract Actions

- Present UCA Procedures Are Effective
 - No Overage Task Orders Since March 2005
 - Emphasize Alpha Contracting Procedures
 - Acquire Statement of Work 150 days out
 - Improve Requirements Definition And Resulting Cost Data
 - Establish Special Definitization Teams



7. LOGCAP IV Acquisition Strategy

- IDIQ Contracts with 4 Contractors:
 - One Contract to Accomplish Worldwide Planning
 - Three Contracts to Maintain Competition When Awarding Task Orders
- Sound Approach that Will Produce Multiple Sources and Address Political Issues
- Recommend Establishing a Streamlined Competition Approach:
 - Mitigates the Danger of Significant Workload Increases to Accomplish Source Selections



If You Were King/Queen For A Day?

- Make LOGCAP Part of Systemic Training
 - Select/Appoint One Person With Authority to Direct This to Happen
 - Include LOGCAP in Basic Training, Professional Military Education & Other Training
 - Include Contractors in Training Exercises
 - Establish Checklists
 - Include Requirements Definition Training
- Create a Forum on How We Get to Where we Want to Be
 - Headed by senior players
 - government
 - contractors
 - by invitation only
 - Absent attitudes
 - Absent media influence



If You Were King/Queen For A Day? (Cont'd)

- Address Staffing Issues
 - Increase Number of Personnel
 - Deploy Government Personnel for Longer than 4 Months
- Move the LOD to Rock Island
- Move AFSC RIC to VA, Collocating With LOD and AMC
- Modify Organizational Structure at AFSC Rock Island (Senior Mgt Have too Many Hats)
- Change How Requirements Are Funded
 - One Central Fund Point
 - Change Office Staffing (Stronger PM Type & Team with the Contracting Office)



If You Were King/Queen For A Day? (Cont'd)

- Improve Funding
 - Steady Funds Flow & Fully Fund More Often
- Improve Education of Personnel Related to LOGCAP
 - How to Get Results & What to Expect
- Establish an SES at AFSC Rock Island to Lead the Acquisition Office and Reorganize
 - Better Define Roles and Responsibilities
- More People (Resource Strain is Incredible)
 - Overtime is Out of Control



If You Were King/Queen For A Day? (Cont'd)

- Rightsize the Staffing
 - PEO Structure to Support the Program
 - MDEP 19 Spaces (AFSC RIA) for Peacetime
 - What About Wartime?
 - No Plan Exists on How to Expand During War
- Force Contractors to Do Change Order Accounting
- Change the Funding Stream
 - 2 Weeks at a Time Can't Continue
- Increase LOGCAP Staff at Rock Island Arsenal
- Increase Staffing in Contracting & Theater
- Streamline Construction – with Army Corps Of Engineers
- Establish a Joint Program Office for LOGCAP



If You Were King/Queen For A Day? (Cont'd)

- Develop and Implement Comprehensive and Integrated Training Program
- Establish a Contingency Command Organizational Structure (Joint Command)
- Establish Special Fund Specifically Supporting Smart Lease-vs-Buy Decisions